

## Message Text

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SUBJECT:INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT

REF: ROME 15743

SUMMARY - AT THE END OF THE MEETING OF INTERESTED GOVERNMENTS, FORMAL AGREEMENT WAS STILL TO BE REACHED ON CERTAIN BASIC ISSUES.

--ROME MEETING HOWEVER DID PRODUCE A LARGE MEASURE OF AGREEMENT AMONG GROUP A (OECD) COUNTRIES CONCERNING BASIC ISSUE RE ARTICLES OF AGREEMENT AND AN IFAD TARGET OF AT LEAST DOLS. 1 BILLION.

--SAUDI ARABIA AND KUWAIT PLAYED VERY CONSTRUCTIVE ROLE IN CONTACT GROUP COMPOSED OF GROUP A, B AND C REPRESENTATIVES IN PUTTING TOGETHER ACCEPTABLE QTE PACKAGE UNQTE COVERING KEY ISSUES, E.G. ALLOCATION OF VOTES, DECISION MAKING AND DIRECT LENDING BY IFAD TO RECIPIENTS. HOWEVER IN PLENARY G-77 COUNTRIES ENCOURAGED BY LIBYA AND IRAN RIPPED THE PACKAGE APART.

--PLENARY MEETING PRODUCED POLEMICS CONCERNING NEW INTERNATIONAL ORDER AND REVEALED FUNDAMENTAL DIFFICULTIES BETWEEN GROUP A AND G-77 OVER BASIC IFAD CONCEPTS. HOWEVER, AS CLEARLY DEMONSTRATED IN CONTACT GROUP OPEC LEADERSHIP MAY PROVIDE THE BASIS FOR RESOLUTION OF ISSUES IN

SUBSEQUENT JANUARY MEETING OF INTERESTED MEMBER GOVERNMENTS. IN THIS REGARD SAUDIS ATTITUDE IS POSITIVE GIVEN THEIR QTE. COMMITMENT UNQTE. TO SUPPORT IFAD WHEREAS IRANIANS APPEAR NEGATIVE SUGGESTING THEIR UNWILLINGNESS TO MAKE A MAJOR FINANCIAL CONTRIBUTION TO IFAD.

-- RE FUNDING WHILE A NUMBER OF OPEC COUNTRIES STATED  
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THEIR INTENTION TO CONTRIBUTE TO IFAD, NONE MENTIONED A SPECIFIC AMOUNT. IN RESPONSE TO A NUMBER OF GROUP A (OECD COUNTRIES) STATEMENTS, SEVERAL OPEC COUNTRIES

(GROUP B) FORCEFULLY REJECTED THE VIEW THAT TOTAL CONTRIBUTIONS FROM GROUPS A AND B SHOULD BE ROUGHLY EQUIVALENT. WHILE SOME GROUP A COUNTRIES HELD THE VIEW THAT A PLENIPOTENTIARY CONFERENCE SHOULD NOT BE HELD BEFORE THERE ARE CLEAR INDICATIONS THAT PLEDGES OF AT LEAST DOLS. 1 BILLION WILL BE FORTHCOMING, NO G-77 COUNTRY OR OPEC COUNTRY SUPPORTED THIS GIEW. END SUMMARY.

2. THE SECOND MEETING OF INTERESTED GOVERNMENTS CONCERNED WITH THE ESTABLISHMENT OF AN INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT (IFAD) WAS HELD IN ROME FROM OCTOBER 27 TO NOVEMBER 1. ALTHOUGH THE MEETING LASTED ONE DAY LONGER THAN WAS SCHEDULED, THERE WAS NO RESOLUTION OF THE BASIC OUTSTANDING ISSUES. FURTHERMORE, NONE OF THE OPEC COUNTRIES WAS PREPARED TO STATE EITHER PUBLICALLY OR PRIVATELY THE LEVEL OF ITS INTENDED CONTRIBUTION TO IFAD.

3. ALTHOUGH BILLED AS A MEETING WHERE THOSE COUNTRIES IN A POSITION TO DO SO WOULD INDICATE THE AMOUNT THEY WERE PREPARED TO CONTRIBUTE TO IFAD, SUBJECT TO THE NEGOTIATION OF SATISFACTORY ARTICLES OF AGREEMENT, ONLY FOUR PROSPECTIVE DONORS STATED A SPECIFIC AMOUNT (U.S. - DOLS. 200 MILLION; UK - 15 MILLION POUNDS; NETHERLANDS - 32 MILLION SDR AND NORWAY 10 MILLION SDR). OF OTHER

GROUP A COUNTRIES (DAC MEMBERS), THE FRG, BELGIUM, DENMARK, CANADA, AUSTRALIA, SWEDEN AND NEW ZEALAND STATED THEIR INTENTION TO CONTRIBUTE, SUBJECT TO VARIOUS CONDITIONS, WITHOUT NAMING A SPECIFIC AMOUNT. GERMANY EXPRESSED THE HOPE THAT THE TOTAL CONTRIBUTION FROM EC MEMBERS WOULD MATCH THE U.S. CONTRIBUTION. JAPAN AND FRANCE WERE SILENT. OF THE OPEC DONORS, SAUDI ARABIA, KUWAIT, IRAN, LIBYA AND VENEZUELA STATED THEIR INTENTION TO CONTRIBUTE BUT NAMED NO AMOUNT. ISRAEL STATED ITS INTENTION TO MAKE A LOCAL CURRENCY CONTRIBUTION. DURING THE DEBATE, THE GROUP A COUNTRIES EXPRESSED THEIR UNANIMOUS LIMITED OFFICIAL USE  
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VIEW THAT CONTRIBUTIONS FROM GROUPS A AND B (OPEC) SHOULD

BE ROUGHLY EQUIVALENT. SEVERAL OPEC COUNTRIES PUBLICALLY DISAGREED WITH THIS VIEW.

4. THE PAKISTANI DELEGATE TOLD US THAT HE EXPECTED THAT THE FATE OF IFAD WOULD HINGE ON THE FORTHCOMING OPEC MINISTERIAL CONFERENCE. HE FELT THAT IF THE OPEC COUNTRIES DECIDED TO ESTABLISH A LARGE FUND OF THEIR OWN ALONG THE LINES OF THE SHAH'S RECENT PROPOSAL, OPEC'S SUPPORT FOR IFAD MIGHT DIMINISH.

5. THE MAJOR PART OF THE MEETING WAS DEVOTED TO NEGOTIATING THREE BASIC ISSUES: RELATIONS WITH OTHER EXISTING INSTITUTIONS, WEIGHTED VOTING AND THE DECISION-MAKING RULES IN THE GOVERNING COUNCIL AND THE EXECUTIVE BOARD, AND THE ONE BILLION DOLLAR TARGET. THE ISSUE OF IFAD'S RELATIONS WITH EXISTING INSTITUTIONS WAS THE SUBJECT OF HOT DEBATE IN BOTH THE CONTACT GROUP AND THE PLENARY SESSION. MOST GROUP A COUNTRIES WERE PREPARED TO AGREE TO A LIMITED

EXCEPTION TO THE GENERAL RULE ESTABLISHED AT THE WORLD FOOD CONFERENCE UNDER RESOLUTION XIII THAT IFAD SHOULD OPERATE SOLELY THROUGH EXISTING INSTITUTIONS AND NOT LEND DIRECTLY TO RECIPIENT COUNTRIES. SUCH AN EXCEPTION WOULD BE SEVERELY RESTRICTED AND ONLY AGREED TO AS PART OF A QTE PACKAGE DEAL UNQTE ON THE VOTING PROCEDURE ISSUE. AFTER LENGTHY NEGOTIATIONS, TENTATIVE AD REFERENDUM AGREEMENT WAS REACHED IN THE CONTACT GROUP ON EXCEPTIONS LIMITED TO QTE EXCEPTIONAL CIRCUMSTANCES WHERE APPROPRIATE ARRANGEMENTS WITH EXISTING INTERNATIONAL INSTITUTIONS ARE NOT POSSIBLE AND PRACTICABLE, UNQTE SUBJECT TO A THREE-FOURTH MAJORITY OF TOTAL VOTES AND SUBJECT OT MONITORING BY AN INDEPENDENT THIRD PARTY. THIS AGREEMENT FELL APART IN THE PLENARY SESSION AS ONE LDC AFTER ANOTHER DENOUNCED THESE RESTRICTIONS AS DENIGRATING THEIR NATIONAL INSTITUTIONS. PAKISTAN (REPRESENTED BY THE CHAIRMAN OF PAKISTAN'S AGRICULTURAL DEVELOPMENT BANK) AND INDIA WERE THE LEADERS WITHIN THE G-77 ON THIS ISSUE.

6. THE QTE PACKAGE DEAL UNQTE IN THE CONTACT GROUP ALSO LIMITED OFFICIAL USE  
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INCLUDED AGREEMENT THAT EACH GROUP WOULD DECIDE FOR ITSELF THE VOTING ALLOCATION PROCEDURES IN THE EXECUTIVE BOARD AND GOVERNING COUNCIL. THIS AGREEMENT COLLAPSED, HOWEVER, NDER A STRONG ATTACK FROM A LARGE NUMBER OF G-77 COUNTRIES LED BY IRAN AND LIBYA IN THE PLENARY.

7. AFTER DIFFICULT NEGOTIATIONS WITHIN GROQP A, AGREEMENT WAS REACHED THAT 17.5 PCT OF GROUP A S VOTES (105 OUT OF 600) WOULD BE DISTRIBUTED EQUALLY AMONG ALL MEMBERS, WITH NO FIXED MINIMUM NUMBER OF VOTES FOR EACH AND THE REMAINING

VOTES WEIGHTED ACCORDING TO RELATIVE CONTRIBUTIONS. THIS SYSTEM WOULD APPLY TO BOTH THE GOVERNING COUNCIL AND THE EXECUTIVE BOARD.

8. BOTH SAUDI ARABIA AND KUWAIT SUPPORT THE IDEA OF ONE-COUNTRY ONE VOTE. HOWEVER, THEY SUGGESTED THAT GROUP B MIGHT CONSIDER A DOLS. 5 TO 10 MILLION MINIMUM CONTRIBUTION TO BECOME A MEMBER. KUWAIT ALSO STATED THAT IF GROUP A DECIDED ON WEIGHTED VOTING, GROUP B MIGHT BE FORCED TO CONSIDER A SIMILAR FORMULA.

9. NEGOTIATIONS ON THE DECISION-MAKING RULE IN THE GOVERNING COUNCIL WERE LIKEWISE INCONCLUSIVE. THE G-77 INSISTED ON A SIMPLE MAJORITY RULE EXCEPT WHERE OTHERWISE SPECIFIED. THE U.S. AND THE FRG ENTERED SPECIFIC RESERVATIONS ON THIS CONCEPT. IN RESPONSE TO THIS DEMAND, THE GROUP A COUNTRIES SUBMITTED A LIST OF 14 ADDITIONAL FUNCTIONS OF THE GOVERNING COUNCIL WHERE A LARGER MAJORITY

SHOULD BE REQUIRED SO THAT ALL SIGNIFICANT AND POTENTIALLY IMPORTANT DECISIONS WOULD REQUIRE AT LEAST A TWO-THIRDS MAJORITY, BUT NO AGREEMENT WAS REACHED ON THIS LIST.

10. DURING THE PLENARY DISCUSSION, A NUMBER OF GROUP A COUNTRIES ARGUED THAT A FINAL PLENIPOTENTIARY AND PLEDGING CONFERENCE SHOULD NOT BE CONVENED UNTIL THERE WAS A CLEAR INDICATION THAT PLEDGES OF AT LEAST DOLS. 1 BILLION WOULD BE FORTHCOMING AT THE CONFERENCE. THIS VIEW WAS SHARPLY ATTACKED BY GROUP B AND C (RECIPIENT) COUNTRIES WHO ARGUED THAT THE ESSENTIAL THING WAS TO ESTABLISH IFAD AS QUICKLY AS POSSIBLE WITH WHATEVER PLEDGES ARE AVAILABLE.  
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U.S. PROPOSED AND RECEIVED VIRTUALLY NO SUPPORT THAT THE ARTICLES OF AGREEMENT INCLUDE A PROVISION THAT THE AGREEMENT SHOULD NOT BE OPEN FOR SIGNATURE UNTIL PLEDGES OF AT LEAST DOLS. 1 BILLION HAD BEEN MADE. WE REITERATED THAT OUR INTENTION TO SEEK A DOLS. 200 MILLION CONTRIBUTION WOULD BE DEPENDENT ON THE CONDITION THAT TOTAL CONTRIBUTIONS AMOUNTED TO AT LEAST DOLS. 1 BILLION.

11. THE LEGAL STATUS OF THE FUND BECAME AN ISSUE AGAIN DESPITE THE RECOMMENDATION OF THE AD HOC WORKING GROUP THAT IFAD SHOULD BE ESTABLISHED AS A SPECIALIZED AGENCY. THE LEGAL COUNSEL OF THE UN INDICATED POSSIBLE DELAYS THAT HE THOUGHT WOULD RESULT FROM ESTABLISHING IFAD AS A SPECIALIZED AGENCY AND MEMBERS OF THE EEC ARGUED THAT IFAD SHOULD BE ESTABLISHED AS AN ORGAN OF THE UN FOR REASONS OF SPEED OF ESTABLISHMENT, ADMINISTRATIVE ECONOMY INCLUDING THE SIZE OF THE STAFF, AND THE AVOIDANCE OF PROLIFERATION OF UN BODIES. ON THE OTHER HAND, MOST G-77 MEMBERS WITH STRONG SUPPORT FROM THE POTENTIAL MAJOR DONORS, KUWAIT AND SAUDI

ARABIA, ARGUED THAT IFAD SHOULD BE ESTABLISHED AS A SPECIALIZED AGENCY IN ORDER TO ASSURE ITS AUTONOMY FROM THE UNGA IN POLICY FORMULATION AND OPERATIONS AND THEY POINTED OUT THAT NEITHER THE TIME REQUIRED TO BECOME OPERATIONAL NOR THE ADMINISTRATIVE AND STAFFING COSTS WOULD DIFFER GREATLY FOR IFAD, EITHER AS AN ORGAN OF THE UNGA OR AS A SPECIALIZED AGENCY. THE U.S., CANADA, AND JAPAN SUPPORTED THE ARGUMENTS OF THE G-77. THE MEETING AGREED TO RECOMMEND SPECIALIZED AGENCY STATUS FOR IFAD, EEC MEMBERS DECLARED THEIR SUPPORT IN PRINCIPLE, WHILE RESERVING THEIR POSITION FOR FUTURE DISCUSSIONS ON THE INSTITUTIONAL ARRANGEMENTS TO BE MADE FOR THE FUND.

12. REGARDING NEXT STEPS, THE MEETING AGREED TO FOUR RECOMMENDATIONS:

(1) THAT THE FUND SHOULD BE ESTABLISHED AS A SPECIALIZED AGENCY WITHIN THE UNITED NATIONS SYSTEM WITH AUTONOMY IN

POLICY FORMULATION AND OPERATIONS;

(II) THAT THE LEGAL DRAFTING COMMITTEE BE AUTHORIZED TO REVIEW FURTHER THE DRAFT ARTICLES SO AS TO INCORPORATE NECESSARY EDITORIAL AND LEGAL CHANGES IN THEM ON ISSUES LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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NOT DEALT WITH BY THE LEGAL COMMITTEE, THE SECRETARIAT SHOQLD SUBMIT SUITABLE ANNOTATIONS AND SUGGESTIONS AS APPROPRIATE TO INTERESTED GOVERNMENTS.

(III) FURTHER, THE THIRD MEETING OF INTERESTED COUNTRIES

SHOULD BE CONVENED BY JANUARY, 1976 TO COMPLETE AND APPROVE THE DRAFT ARTICLES OF AGREEMENT FOR THE FUND, INCLUDING INDICATIONS OF PLEDGES FOR THOSE COUNTRIES THAT ARE IN A POSITION TO DO SO.

(IV) THAT THE GENERAL ASSEMBLY AUTHORIZE THE SECRETARY-GENERAL OF THE UNITED NATIONS TO CONVENE A PLENIPOTENTIARY CONFERENCE ON THE CONSTITUTION OF THE FUND AS SOON AS FEASIBLE AFTER THE MEETING OF INTERESTED COUNTRIES HAS SIGNIFIED TO THE SECRETARY GENERAL THAT IT HAS COMPLETED ITS WORK. THE PURPOSE OF THE PLENIPOTENTIARY CONFERENCE WILL BE TO ADOPT AND OPEN FOR SIGNATURE AN AGREEMENT FOR ESTABLISHING THE FUND AS A SPECIALIZED AGENCY, TO RECEIVE PLEDGES TO THE FUND TAKING INTO ACCOUNT THE TARGET OF 1 BILLION SDR'S AND TO ESTABLISH A PREPARATORY COMMISSION TO MAKE ALL ARRANGEMENTS NECESSARY TO ENABLE THE FUND TO COMMENCE ITS OPERATIONS AT THE EARLIEST POSSIBLE DATE.

HESE PROVISIONS WERE EMBODIED IN A DRAFT RESOLUTION TO BE INTRODUCED IN THE CURRENT UNGA SESSION.

THE MEETING ADJOURNED WITHOUT REACHING AGREEMENT ON THE DRAFT REPORT. MEMBER GOVERNMENTS HAVE BEEN REQUESTED TO SUBMIT THEIR COMMENTS IN WRITING AND THE SECRETARIAT WILL CIRCULATE A NEW DRAFT REPORT PRIOR TO THE NEXT MEETING.

13. COMMENT: THIS MEETING DEMONSTRATED THE INTENSITY OF THE DISAGREEMENT BETWEEN GROUP A AND THE G-77 ON THE NATURE OF IFAD. THE UNANIMOUS VIEW OF GROUP A COUNTRIES

IS THAT THE PURPOSE OF IFAD IS TO MOBILIZE RESOURCES FROM BOTH DEVELOPED AND OIL PRODUCING COUNTRIES IN SUPPORT OF AGRICULTURE IN THE POOREST COUNTRIES. IN PTS OPERATION IFAD SHOULD WORK THROUGH EXISTING INSTITUTIONS AND NOT ATTEMPT TO DUPLICATE OR COMPETE WITH THEM, ALTHOUGH CERTAIN LIMITED EXCEPTIONS COULD BE CONSIDERED. GROUP A REACHED AGREEMENT ON A MODIFIED WEIGHTED VOTING SYSTEM AS OUTLINED ABOVE. THE G-77 ON THE OTHER HAND

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CONTEMPLATE A NEW INSTITUTION WHICH COULD FUNCTION ALONG-SIDE OF, AS WELL AS WORK THROUGH, EXISTING INSTITUTIONS AND WHICH WOULD PERMIT FLEXIBILITY FOR DIRECT LENDING TO RECIPIENT GOVERNMENTS. THEY ALSO FEEL THAT RESPONSIBILITY FOR AND CONTROL OF IFAD SHOULD BE BASED ON ONE-COUNTRY ONE-VOTE WHERE THEY WILL BE DOMINANT DUE TO THEIR NUMERICAL SUPERIORITY. DUE TO A CONSTRUCTIVE ROLE BY THE OPEC MEMBERS IN THE CONTACT GROUP IN ROME A PACKAGE DEAL WAS DEvised TO REACH AGREEMENT ON THESE ISSUES. OPEC COUNTRIES THEREFORE WILL PLAY THE PIVOTAL ROLE AT THE NEXT MEETING OF INTERESTED GOVERNMENTS BECAUSE THEY HAVE THE LEVERAGE ON GROUP-77 COUNTRIES TO END THE POLEMICS AND AGREE TO PRACTICAL SOLUTIONS TO THE OUTSTANDING ISSUES IN THE ARTICLES OF AGREEMENT PROVIDED THE OPEC COUNTRIES WANT IFAD TO GO FORWARD AND ARE ALSO WILLING TO PLEDGE THEIR FAIR SHARE. KISSINGER

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